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CHANCELLOR'S ANNUAL REPORT

to the

BOARD OF REGENTS OF HIGHER EDUCATION

September 1987

Franklyn G. Jenifer
Chancellor

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INTRODUCTION

In November of 1986, shortly after I assumed the Chancellorship of public higher education in Massachusetts, I promised the Board of Regents that my agenda for the coming year would be ambitious, exciting and challenging. I outlined many of my goals in a paper entitled "The Year Ahead: An Agenda for Excellence" and pledged to lead the Regents in a number of bold new initiatives designed to move public higher education in the Commonwealth toward excellence. A number of these initiatives called for the creation of task forces to study and make recommendations for change on complex issues affecting the levels of both access and excellence in our system.

On the pages which follow, I have summarized the major accomplishments of the 1986-87 year. A number of our goals have been met; others are near fruition. It seemed appropriate to me that now is the time -- the beginning of a new academic year -- to report to you on the status of our agenda for the year just past. Not only can we reflect on the accomplishments of the past ten months, but we can -- and should -- set our sights toward continuing to strive for excellence in the coming year and beyond.

FINANCIAL AID TASK FORCE

The Long-Range Task Force on Financial Aid was established in January, 1987 to examine whether the current set of state student aid programs are adequately serving the postsecondary educational needs of all Massachusetts residents. In March, 1987, I delivered the charge to the Task Force and requested that the group develop a set of policy recommendations on how the current student aid structure might be improved.

The primary aim of the Task Force has been to suggest ways in which the state student aid programs might be modified in light of the nationwide trends of rising college costs of attendance, reduced availability of federal student assistance, and a decline in the ability of many families to pay for college.

Over the past several years, state support of student financial aid in Massachusetts has increased dramatically, from \$19 million in fiscal 1983 to \$84 million in fiscal 1988. The number of student aid programs has also grown so that today the Board of Regents is responsible for administering sixteen separate and distinct programs. As the number of programs and the appropriations to fund those programs has increased, it has become increasingly important that an overall strategy and policy for student aid be established.

The Task Force is examining the current set of student aid programs to determine ways to ensure that funding for student aid is targeted appropriately and responsibly both now and in the future. The development of a comprehensive student aid policy framework within which to assess the efficacy of existing programs and to evaluate the need for future programs serves as a central goal in the deliberations of the Task Force.

The Task Force report will recommend the steps to be taken in the state student assistance programs over the next five years to move toward the goal of full access and choice. The recommendations that the Task Force will make focus on issues such as increasing participation of underserved student populations, providing the necessary support services and information, the relationship between tuition and student aid, early savings, and improving program efficiency. The recommendations aimed at increasing participation in postsecondary education within the framework of existing and foreseeable state budgetary conditions and constraints.

Since the beginning of the 1987 legislative session, over thirty pieces of legislation have been introduced in the House or Senate proposing new student aid programs ranging from tuition subsidies to loan forgiveness. As a sign of their commitment to a policy approach for student aid, the Joint Committee on Education in March referred to the Board of Regents all pending legislation relating to the establishment of new financial aid programs and modification of existing programs. The Task Force will attempt to provide a framework for the consideration of student aid programs that it hopes will help in the evaluation of legislative proposals.

The role of the Task Force was expanded when Governor Michael Dukakis asked the Board of Regents to review what could be done to help families prepare financially for meeting their children's college costs. In response to the Governor's request, a subcommittee of the Task Force was appointed to examine the state's possible role in encouraging parents to save more for their children's education, including the establishment of a tuition prepayment plan. The subcommittee prepared a draft report in July 1987, that is currently being circulated.

The Task Force consists of some 25 members, including public and independent college and university presidents, business and community leaders, members of the legislature and executive branch, and financial aid policy experts. State student financial aid administrators, and national policy specialists, as well as students who are most affected by the current range of student aid offerings are being consulted at various points in the Task Force discussions.

The Student Financial Aid Task Force met throughout the course of the summer to develop its plan for providing student assistance to Massachusetts residents. The Task Force, chaired by Chancellor Joseph Duffey, has prepared a first draft of its report entitled, "Expanding Opportunities to Higher Education in the Commonwealth: Quality, Access, and Choice." The next meeting of the full Task Force will be held in early October at which the group will discuss the recommendations in a revised draft of its report. The Task Force hopes to report its recommendations to the Chancellor in November.

TASK FORCE ON CONTINUING EDUCATION

Last February the Board authorized me to appoint a task force to review the role of continuing education programs and make appropriate recommendations for their reform. That Task Force, chaired by Dr. David Mundel, decided to focus its initial attention on graduate programs in the state colleges because it believed that these programs posed distinct and pressing problems.

On August 24, Chairman Mundel forwarded to me the Task Force Interim Report on Graduate Education at the State Colleges. Copies of this report have been forwarded to you and to the college presidents and chancellors for comments and suggestions. After I have received these comments, I will forward to the Planning Committee both the report and my comments on it and ask that the Committee consider the report and make recommendations to the full Board.

The Task Force Report recognizes that there are serious difficulties in the graduate programs presently being offered in our state colleges, particularly in the areas of program cohesiveness, student services, and academic support. These programs, the report believes, lack consistent quality because they operate without full-time faculty regularly assigned and without sufficient support to assure continuity and to provide academic and student services.

The report concludes that the single most important reason contributing to these weaknesses is the absence of state support and it recommends that graduate education be freed from the statutory limitation which precludes its appropriations for evening, weekend, and summer programs. But the report also recognizes that state support is not simply a matter of money. It argues persuasively that self support has given to each of these graduate programs an anomalous status which is tantamount to second class status. Because public funding is the norm, the absence of such support results in less than equal status and less than equal attention.

I am especially pleased with the report's observation that there is a basic state interest in the integrity of all our higher education programs; that we can not afford to assume that our responsibility ends with the baccalaureate degree. This is especially true when the programs are the most advanced offered within an institution. Since these programs provide advanced education for employees in public service and for individuals in many of our vital private industries. Massachusetts has a critical interest in making them rigorous and accessible.

The Task Force recommends a moratorium on the initiation or approval of any new self-supporting graduate program and requests us to either convert existing programs to state support or phase them out. To assist in the difficult process of deciding which programs we should retain, it recommends a comprehensive plan for graduate education include general standard and guidelines.

The report also emphasizes accessibility, arguing that the Commonwealth is best served by assuring that both full and part-time graduate students in the independent as well as the public sectors are eligible for financial assistance.

Confronting and eventually resolving the difficulties inherent in the structure of graduate education was a major goal in my first few months as Chancellor. While a full and rigorous discussion of the detailed recommendations of the Task Force is certainly warranted and appropriate, it should not deter us from moving with all due dispatch to bring these graduate programs into the mainstream of our public higher educational system.

TEACHER EDUCATION TASK FORCE

A major undertaking of the spring and summer of 1987 was the development of a new model of teacher preparation in the Commonwealth. While institutional, state, and national groups are weighing various strategies for strengthening teacher education programs, the Board of Regents took a bold and comprehensive approach to this most important matter.

On February 10, 1987, the Board of Regents accepted the report Teacher Education in Massachusetts, the result of a consultant's study conducted during the previous year, and directed that the report be referred to a Task Force on Teacher Preparation. The Commissioner of Education, Harold Raynolds Jr., and I established and jointly chaired the Joint Task Force on Teacher Preparation. The JTTP consists of 35 members, including teachers, school administrators, members of college faculties of education, college presidents, and public representatives. The JTTP was charged with recommending answers to four questions:

1. What are the necessary and appropriate skills -- the core of knowledge -- needed to enter the profession of teaching?
2. What are effective approaches for preparing potential teachers in the essential knowledge and skills they will need?
3. What are effective means of attracting and retaining a diverse and able group of students within the teacher-education programs.
4. What are appropriate doctoral level programs for those involved in the field of education?

The Task Force has held three meetings and will meet once more to complete its report. In the process, drafts have been developed with the assistance of small working groups on alternative options, mentor teachers, minority recruitment, and postmasters programs. The Chancellor and the Commissioner have

met with many teachers to explain the process and to receive their comments and reactions. The completed report will be presented to the Chancellor who will bring his recommendations to the Board of Regents in November.

The report, now in close to final form, outlines a new model of teacher preparation. It draws on and is informed by the Griffiths report and the Holmes and Carnegie reports, but proposes a unique model. The major features of the model are: first, that following pre-clinical preparation at the undergraduate level, the core professional education of teachers is conducted in a clinical masters program in which teachers develop the skills needed for full certification while serving as entry level members of the profession and receiving a salary; second, that clinical education at the masters level involve experienced teachers who serve as mentor teachers and college and university faculty at the clinical site as well as the college campus; third, that the undergraduate portion of teacher preparation be enhanced by strengthening the general education core and requiring a major in the liberal arts and sciences; and finally, that the model deals with both undergraduate and graduate education for prospective teachers and also speaks to postmasters education.

The Task Force report will be a courageous and forward-thinking document that can influence the future of teacher education in Massachusetts for decades to come.

THE CAPITAL PLAN

The report, "Foundations for Excellence," adopted by the Board of Regents last November, represents the first statewide capital outlay plan in the history of Massachusetts public higher education, and the Board's broadest and most intensive planning effort since the development of the initial long-range plan. More than a facilities plan, it is a comprehensive statewide strategy aimed at achieving academic excellence at the campus and system levels. I believe that it is a key to making our system the best in the country.

The seven- to ten-year plan, totaling \$954 million, is designed to strengthen the system in general, and to reinforce the ability of each campus to carry out its distinctive mission of service to the Commonwealth. For our universities, it stresses investments in research and graduate education. For the state colleges, campus renewal and new construction where necessary will bring their facilities up to modern standards and equip them for the comprehensive program array they now offer.

The goal of ready access to quality higher education through our community colleges will be enhanced both on existing campuses and through extension of services to currently underserved urban areas. In addition, the plan includes a comprehensive preventive maintenance program.

The plan is based on a review of physical plant conditions and needs throughout the system conducted by the Regents in collaboration with the Division of Capital Planning and Operations and the Budget Bureau of the Executive Office of Administration and Finance, and with the public colleges and universities. On February 26, Governor Dukakis submitted to the Legislature a special message requesting almost \$300 million in capital outlay funds to implement the first phase of the program.

This is the first major capital initiative in the history of the Board of Regents; and it has important implications for our organization as well as for the public higher education system. The magnitude of higher education's capital needs requires a new distribution of planning, management, and oversight responsibilities. Over the past 18 months the plan has absorbed the efforts of staff members from all our divisions. In order to continue to carry out our responsibilities in this area, we have reallocated resources to the effort, and we have requested and received through the FY88 budget an additional physical planning and engineering positions at the Board and on the campuses. We have also developed a strong working relationship with DCPO, the agency with direct control over the construction and management of state facilities.

In July, nine months after "Foundations for Excellence," the inadequate condition of American higher education's physical plant suddenly became front-page news. I am pleased that we have our plan in place, and that we have the support of the Commonwealth in this effort. This is indeed a national problem; and that means that for our system, it is an opportunity for national prominence.

1988 BUDGET

Final action by the Legislature and Governor produced a total operating budget of \$714 million for higher education, a \$45 million or 6% increase over the current year. Once all collective bargaining agreements are completed and funded, the final increase will be closer to 8 or 9%.

The major share of the additional funding is attributable to an increase in our scholarship programs and collective bargaining costs for campus employees. While we did not achieve full funding of the Regents' proposals, particularly campus new program recommendations, the budget is significant in its support of the Regents' highest priorities:

- Stabilizing Regents office funding and staffing.
- Establishing the Regents Compliance Unit.
- Full funding for completed collective bargaining agreements.
- Funding for opening the new Roxbury Community College Campus.
- Additional base funding for the University of Lowell.
- Funding to increase graduate student stipends at the University of Mass./Amherst.
- Additional funding for academic libraries.
- An increase for Regents Scholarship Program.

The Legislature and Governor also provided unprecedented support for establishment of the Chancellor's Challenge Reserve. A unique concept, this reserve will be used to spearhead special systemwide initiatives and studies as well as provide competitive grant funds for campus based projects. Decisions on allocations are left to the Chancellor's discretion.

The initial capital budget for 1988 includes \$19.4 million for campus repairs and over \$16 million for computing and academic equipment. These funds will assist us in addressing chronic building repair and equipment deficiencies.

The Fiscal 1988 budget process is best described by the Governor's budget theme: "Consolidating our Strengths". Within the confines of projected declines in revenue growth, we worked very hard with the Governor and Legislature to keep the Regents' priorities intact.

IMPLEMENTATION OF SCHOLARSHIP INDEXING SYSTEM

A significant accomplishment was the development of an indexing system for awarding Massachusetts General Scholarships.

Prior to FY88, the awards to eligible scholarship recipients were based solely on the category of postsecondary institution being attended. Flat dollar awards were granted to students in

amounts determined by the category of institution: community college, state college, state university, independent college or university, or eligible out-of-state public institution. As the amount of funding in the General Scholarship Program grew to considerable proportions, it was clear that flat dollar level awards were no longer the most effective means for disbursing funds from Massachusetts' major source of financial assistance to its needy residents.

At its March 10, 1987, meeting, the Board of Regents adopted an indexing system for awarding Massachusetts General Scholarships. The indexing system is designed to promote both access and choice to the Commonwealth's neediest residents. Effective with the 1987-1988 cycle, scholarship awards will be indexed to seven Family Contribution ranges. The resulting scholarships will be at differentiated award values.

The indexing system is a major enhancement to the Scholarship operation in several ways:

- Massachusetts State Scholarship dollars are targeted to the neediest Commonwealth residents.
- Award levels are related to the family's relative ability to contribute to the cost of higher education.
- The maximum award level is directed to those students whose families can make no contribution.
- The maximum award level in any given year is determined as a function of the cost of education and the final appropriation level.
- Students with the greatest ability to pay within the prescribed family contribution ranges receive a minimum award of \$200.
- The maximum award for all eligible ranges of family contribution is based upon the projected number of applicants and the State Scholarship appropriation for that award year.

Finally, to protect continuing students, the award levels of eligible renewal candidates will not be reduced below 1986-1987 levels.

HAY STUDY OF EXECUTIVE COMPENSATION

In January 1987, the Board of Regents requested that I recommend a qualified personnel management consultant to contract with the Board for a compensation study of certain executive level positions, including key members of the Regents' Office staff as well as the presidents and the chancellors of the 29 public college and university campuses. The goal of this study was to establish the framework for a uniform and equitable system of executive compensation.

Upon my recommendation, the Regents' Committee on Affirmative Action, Personnel, and Labor Relations selected the Hay Group, an internationally known personnel consulting firm, to conduct this study. Hay was asked by the Committee to undertake three specific tasks: 1) identify and evaluate the specific responsibilities of all positions covered by the study; 2) assess current compensation levels in terms of both internal equity and external competitiveness; and 3) develop the framework for an executive compensation system.

During February, the Hay representatives conducted lengthy interviews with 15 Presidents, Chancellors, and Regents' Office staff members. On the basis of these interviews and extensive background data on all public colleges and universities, Hay developed a set of position accountability statements and a comparative ranking of all positions included in the study. These were then reviewed with and approved by the Committee on Affirmative Action, Personnel, and Labor Relations.

In the next phase of the study, Hay compared current compensation levels in Massachusetts with higher education institutions nationwide and with institutions in a selected sample of industrialized states having similar organizational structures. Hay found that while the current compensation levels for most executive positions in Massachusetts were consistent with nationwide and selected-state norms, the salary for the position of Chancellor of Higher Education was the lowest in the nation.

During the final phase of the project, Hay developed a ten grade executive salary schedule and a set of final recommendations for the implementation of a comprehensive compensation system. These recommendations were approved by the Board of Regents on June 9, 1987.

Over the summer, my office drafted detailed guidelines for the implementation of the Hay Study. These were reviewed by the presidents, revised, and subsequently distributed to the institutional boards of trustees. In addition, the Legislature approved a bill allowing the Regents to set the Chancellor's salary, subject to approval by the Ways and Means Committees.

With these two developments, we are now well on the way to achieving the Regents' goal of a uniform and equitable system of executive compensation, a system that will help attract and retain the best available leadership for Massachusetts public higher education.

COMMONWEALTH FELLOWSHIP PROGRAM

In the "Year Ahead" paper I identified several specific initiatives to be undertaken in pursuit of achieving equality of opportunity in access and employment in the public system for the traditionally excluded. One key initiative articulated in that paper was a fellowship program designed for the purpose of increasing the number of minority and female faculty at Massachusetts colleges and universities.

Faculty workforce data over the years had consistently revealed a significant underrepresentation of minority faculty overall, and of female faculty in several disciplines. Over a ten year period increases in the minority and female proportions of the public system's faculty were marginal at best. The numerous adverse implications of such underrepresentation demanded an expeditious results oriented approach to increasing minority and female faculty.

The Commonwealth Fellowship Program represents an effort to attract minorities and females to teaching opportunities in Massachusetts colleges and universities by way of a grant and loan redemption offer. In return for loans granted, upon completion of their doctoral work, fellows would agree to teach at a Massachusetts college or university for a period roughly equivalent to a rate of one year of service in return for each year of financial support. Failure to fulfill the teaching commitment would obligate the fellow to repay the loans.

An advisory committee to the Program has been assembled and has met to review the proposed program and offer insight and suggestions. Several recommendations are being considered presently, including the notion of incorporating a post-doctoral fellows component to the program.

Currently, sources of financial support are being explored. The Massachusetts Higher Education Assistance Corporation through its Education Resources Institute has expressed interest in considering underwriting a significant portion of the Program's cost.

While subsequent meetings are being planned for the Advisory Committee, revisions are being developed to reflect the various alternate arrangements being suggested by the Committee. The practicality of those various arrangements will be further discussed and evaluated at subsequent meetings.

The projected implementation date for the Program, tentatively, is September, 1988. By then, agreements and commitments from participating campuses will be secured. In the interim, the present program description will be refined and guidelines, regulations and selections criteria will be developed. In addition, Program description brochures and publicity materials will be designed and disseminated.

SOUTH SHORE COMMUNITY COLLEGE

The need for community college services in the general Quincy area has long been recognized in higher education planning. While various individuals and groups have differed over the appropriate means to provide these services, no one disagrees that the people of that region lack the full access that is available to other residents of the Commonwealth. Further, all concerned with public higher education share the belief that a strong community college presence would improve educational opportunities while assuring a continuity of programs offered at a reasonable cost.

A consultants' report prepared for the Board of Regents this spring by two community college presidents from outside Massachusetts, while lauding the Quincy College administration and city officials for their ability to sustain a caring educational environment against difficult odds, noted that there is considerable disparity compared with state-supported community colleges in student services, range of programs offered, and physical facilities.

The report called for greater public support for community college services to the near South Shore region by establishing a regional, comprehensive community college. Such a comprehensive institution would allow public higher education to offer most equitably the full range of educational services to all of the citizens of the South Shore.

I concurred with the conclusion of the consultants that it would be inappropriate to create a second autonomous college in the region. The proximity of Massasoit and Blue Hills to Quincy, the prospective demographic changes in the service area, and the

expense of creating a new full service college are formidable arguments for integrating rather than separating educational services. Moreover, an integrated approach will give area residents access to an exceptional range of quality educational programs.

Therefore, I recommended "South Shore Community College" be created, and that its individual campuses should be designated as: South Shore Community College/Blue Hills; South Shore Community College/Massasoit; South Shore Community College/Quincy.

South Shore Community College should be a full, regular unit of the state's public higher education system, enjoying parity of funding and status with the other Community Colleges. While it would initially be governed by the present Massasoit Board, the Governor would have the opportunity to maintain appropriate balance on the board through his regular appointments.

I recommended that the next year serve as a planning year so that South Shore Community College would become operational on July 1, 1988. This year of planning under the leadership of the Massasoit Board of Trustees should involve members of the Quincy community and, where appropriate, members of the Regents' staff. Both the planning process and the merger itself will require adequate new funding from the Commonwealth.

To embrace this report is also to recognize and to applaud the twenty-five year effort of the citizens of Quincy in supporting a higher educational presence for their community and their immediate neighbors. The South Shore Community College that I envision has significant regional and statewide advantages. Residents of the area will immediately benefit from a full range of services offered by the most comprehensive community college in New England. With state support, a sense of continuity and stability will be assured. By retaining flexibility within a multi-campus structure, a new South Shore Community College will be able to move immediately to address local issues and any economic dislocation that may occur in the area.

PRESIDENTIAL SELECTION

During the past year six new college presidents have been appointed. On September 1, 1986, Dr. Gerard T. Indelicato assumed the leadership of Bridgewater State College. He has exhibited the energy, initiative and leadership anticipated at his appointment. Dr. William F. O'Neil, who gained the support of faculty, staff and students at Massachusetts College of Art during his term as interim president, was appointed president of

that institution effective July 1, 1987. Dr. Irving H. Buchen became president of Westfield State College on April 1, 1987, and has begun the task of guiding that institution into a new era of academic excellence.

Three new Community College presidents will take the helm commencing this academic year. Dr. Cathryn L. Addy was appointed president of Berkshire Community College effective August 1, 1987. Dr. Daniel Asquino began his tenure as president of Mount Wachusett Community College on August 1, 1987. Dr. Philip R. Day will assume his duties at Cape Cod Community College on September 14, 1987.

The Board of Regents' office was involved in each of these searches from its inception. A Regents' representative addressed each college's Board of Trustees as they began their process, providing guidelines for the conduct of the search and emphasizing the Board of Regents' commitment to affirmative action, while attracting the highest quality applicants. A staff member from the Regents' office was appointed to serve as a non-voting member of each Search Committee to provide advice from and liaison with the Chancellor and the Board during the conduct of the entire search. Aggressive recruitment efforts resulted in impressive applicant pools, and the Regents' staff worked diligently to assure that well-qualified women and minorities were included among the finalists at each of the six institutions. The presidents appointed were chosen from among the finest academic leaders in the country, and we have every assurance that they will contribute to making the Massachusetts System of Public Higher Education the best in the nation.

Three presidential searches are ongoing. New presidents are being sought for Middlesex Community College, Greenfield Community College and Salem State College. The Search Committees at both Greenfield and Salem have extended the application deadline because of a disappointingly low number of applications from both women and minorities. At Greenfield extraordinary efforts to recruit from these groups proved effective, and the semi-finalist pool of thirty-one is 42% women and/or minority. Applications are still being accepted at Salem.

I wish to commend the Boards of Trustees and their Search Committees who have been or currently are engaged in the process of selecting a president. The Trustees, administrators, faculty, community leaders and students have expended long hours in their quest, not only to find the best person to lead their institution, but also to ensure that viable female and minority candidates emerge from the process and are given serious consideration. My staff representatives have given of their time, energy, talent, and resources to maintain the integrity of the search process and assure the best possible results. I commend them for their efforts.

Based upon the experiences of the past year, the Regents' Presidential Search guidelines will be reviewed and refined during the year ahead. Additional efforts will be made to expand pools of qualified women and minorities while continuing to attract the finest candidates in the nation.

YEAR END TRUST FUND REPORT

At the December 9, 1986, Board of Regents meeting, the following motion was unanimously adopted:

MOVED: That the Board of Regents directs the Chancellor to contract for a study of the administration of trust funds at the Commonwealth's public colleges and universities. The study is to provide specific recommendations for unified accounting and auditing procedures for these funds.

The Chancellor entered into a contract with the accounting firm of Coopers and Lybrand to conduct this management review. In order to obtain a variety of views and a relevant cross section of information, they visited five institutions of varying size within the system.

In June 1987, Coopers delivered their final report. I then prepared an Executive Trust Fund report which was presented to the Board at its June meeting, and it was adopted.

This report required us to draft an amendment which would modify the Regents' enabling legislation, as well as the enabling legislation of the former segmental governing trustee boards, in order to clarify the Regents statutory trust fund powers on a systemwide basis. It was agreed that the proposed amendments would be shared with the public college presidents prior to filing them with the Legislature.

On July 2, the amendments were sent to the presidents, and six written responses were received through mid August. These responses have been reviewed and acknowledged. The amendments have been forwarded to the Legislature for their action.

EQUAL EDUCATIONAL OPPORTUNITY INITIATIVES

In order to maximize low income and minority students' access and graduation rates in public higher education, the "Year Ahead" paper included a recommendation which proposed to consolidate the variety of state programs in this area. In spite of the state's strong support of these efforts, the enrollment and graduation rates of minority students continue to be low.

In June 1987, I established an Advisory Committee on Equal Education Opportunity. This group will work with me and my staff in developing a statewide plan to increase low income and minority students access and graduation rates. Members include college faculty and administrators, legislators, and a representative of the College Board.

The first meeting was held on June 23, 1987. Dr. Reginald Wilson, Director of the Office of Minority Affairs for the American Council on Education was invited as a special guest to discuss the minority access and retention problem from a national perspective and to discuss various state strategies for addressing the problem. In addition, the group discussed various problems faced minority students and staffs of supportive programs at the campus level. An agenda for subsequent meetings was also developed. The group will be meeting throughout the 1987-88 academic year to develop a plan for implementation in Fiscal 1989.

COLLECTIVE BARGAINING

The second full round of collective bargaining since the inception of the Board of Regents was concluded in August of this year. The Regents' staff directly negotiated eight agreements with classified employees and provided overall coordination, including the establishment of policy guidelines and economic parameters, for faculty and professional negotiations. Authority to conduct professional negotiations was delegated to the Presidents and Boards of Trustees.

The paramount management objective was achieved in all agreements with classified employees with the implementation of a new classification system which significantly reduced the number of job classifications and upgraded most female dominated titles.

In addition, a new method for recognizing the quality of performance by career employees was successfully negotiated with the institution of Inservice Recognition and Merit Awards. Under this program, employees whose performance evaluation meets certain standards are eligible to receive bonuses in the second and third years of the agreements.

Finally, all eight agreements provide for across the board salary increases of 4% in the first year, 4% in the second year and 5% in the final year.

The major goal in negotiations with the professional employees was the settlement of eight outstanding sex equity suits that were pending in the Federal Court, Massachusetts Superior Court and at the Massachusetts Commission Against Discrimination. These cases were settled in conjunction with the State College Faculty contract and Regents' staff played a key role in facilitating closure on these major issues.

Further, management was successful in maintaining the same level of supplemental health and welfare benefits for all employees despite the Unions' demands for increased benefits for professionals.

Finally all professional contracts establish a performance based merit system which allows for a maximum 3% salary increase in each year of the agreements in addition to across the board salary increases of 4%, 4% and 5%.

Although negotiations were protracted in some instances, significant and substantial management prerogatives were protected throughout the collective bargaining process. We look forward to continuing good labor relations with all of our employees and rededicate our mutual efforts to deliver the highest quality educational services to all of our students.

DISABLED STUDENT SERVICES

Over the summer, my staff and I met on two occasions with individuals and agency or organizational representatives of hearing impaired students to hear their concerns regarding the lack of adequate services and aids for the deaf and hard of hearing students. Ultimately, because the concern for the adequacy with which reasonable accommodations are being provided extends to students with other disabilities as well, it was decided that a broader group be convened to address the fuller range of issues affecting disabled students' access to public higher education. Thus, a full scale task force has been proposed for the purpose of identifying and responding to the issues and needs of disabled students.

There has long been concern that the apparent level of services provided to disabled students has not been sufficient to meet the existing need. Interpreters, auxiliary aids for the visually and hearing impaired, and accommodations for the mobility impaired students are often critical to the successful education of disabled students but frequently constitute exorbitant costs for the campuses. Until the necessary funding is made available to provide these accommodations, many disabled students may be effectively excluded or dissuaded from pursuing a college education at our institutions.

The task force will be composed of representatives from the disabled students community, campus service providers, state agencies and commissions, professional advocacy organizations and the Board of Regents office among others. The task force will explore short and long range approaches to addressing the wide range of issues affecting access for disabled students. A needs assessment will be conducted over a 4-6 month period to determine the kinds and levels of existing unmet needs. In response to the findings, constructive remedial efforts will be considered.

However, in order to address some of the more readily solvable problems and to alleviate some of the day to day pressing needs confronting disabled students, specific measures will be employed to ensure that reasonable accommodations for disabled students will be provided as immediately as is feasible.

At this point, having met twice with a narrower group of individuals, the full complement of individuals being requested to participate with the task force will be determined and those individuals will be invited to a meeting in the Fall. In the interim, some of the immediate and short term activities suggested at the earlier meetings will be undertaken in hopes of facilitating more expeditious provision of service to the disabled students.

COMPLAINT/GRIEVANCE PROCEDURES

The Task Force was established in October 1986 to follow up on certain findings and recommendations contained in the Pierce Report on the Westfield State College Investigation, with particular reference to the lack of established procedures both in the Regents' Office and the campus level for handling complaints and grievances against campus chief executive officers. Chaired by Regent Paul Doherty, the Task Force's membership included Regents Paul Marks, Hassan Minor, and L. Edward Lashman (ex-officio).

After conducting a comprehensive inventory and analysis of existing complaint/grievance procedures in the Regents' Office and on the campuses, the Task Force issued a preliminary report in February 1987. This report was circulated to the presidents, chancellors, and boards of trustees for review and comment. The Task Force then made a number of modifications and submitted its final report for approval by the Board of Regents at its September 9, 1987 meeting.

I have worked closely with the Task Force over the past year and will be continuing my efforts to carry out its recommendations during the coming year. Among these recommendations, as they pertain directly to the Regents' Office, are the development of a central directory of Regents' Office staff, the implementation of a training program for switchboard and clerical personnel, and the maintenance of a centralized log of incoming complaints/grievances. In addition, we will provide the campuses with a set of model procedures for handling complaints/grievances against campus chief executive officers and monitor their implementation at the local level. Finally, I will be working with the General Counsel to carry out the Task Force's recommendations for a strengthened Regents' role in the handling and disposition of civil matters affecting the interests of the Board of Regents.

PROMOTIONAL BROCHURE

A sixty page Guide to the Massachusetts Public Higher Education System: Branches to Knowledge will be available in October, 1987, fulfilling my commitment to promoting the system by producing a comprehensive booklet about public higher education in the Commonwealth.

The Guide will provide important information on each of the 29 public colleges and universities, including enrollments, costs, and profiles on campuses. In addition, it will explain general admissions guidelines, application procedures for financial aid. Finally, the guide will provide comprehensive list of degree granting programs and financial aid resources throughout the system.

The publication was produced in cooperation with the Education Resources Institute. No state appropriations or trust funds were spent in its production or publication.

PERSONNEL CHANGES

The 1986-87 year witnessed significant personnel changes at the Board of Regents and a major restructuring of the management of the Board's staff. Following up my appointment in September of 1986, I initiated a series of structural changes designed to tighten up the management of the Regents' office and help the operation run more smoothly.

I began by reducing the number of Vice Chancellors from four to three and consolidating the Management and Data Processing functions under the Vice Chancellor for Policy and Planning, and the Vice Chancellor for Fiscal Affairs and Management, respectively.

I then conducted national searches for top quality professionals to fill key staff vacancies. Slowly, a team began to take shape as I hired several outstanding individuals such as Dr. Norma Rees (Vice Chancellor for Academic Affairs); Dr. Lewis Dars (Associate Vice Chancellor for Research and Information); and Stephen Kelley (Associate Vice Chancellor for Computing and Resources). I also completed my own staff with the appointment of Michael Noetzel as my Executive Assistant and Terry Zoulas as Director of Public Affairs. Taken together, these appointments will hopefully blend with the existing staff to form a first-rate management team, one which I am confident will be able to implement the ambitious agenda which we have laid out for the Board and the public higher education system.

Board of Regents of Higher Education

Chancellor's Annual Report

to the

Board of Regents of Higher Education

September 1988

Franklyn G. Jenifer
Chancellor

GOVERNMENT DOCUMENTS
COLLECTION

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Introduction

The 1987-88 academic year was one of great significance for public higher education in the Commonwealth of Massachusetts. The strides we made as a system, even in difficult fiscal times, have produced promising results in a number of areas of higher education.

As the new academic year begins it seems appropriate to report to you on the status of our agenda for the year past. We experienced a number of noteworthy successes last year along with some disappointments, but overall, the system is visibly stronger. As we reflect on the accomplishments of the last twelve months we should set our sights on continuing the drive for excellence in higher education over the coming year.

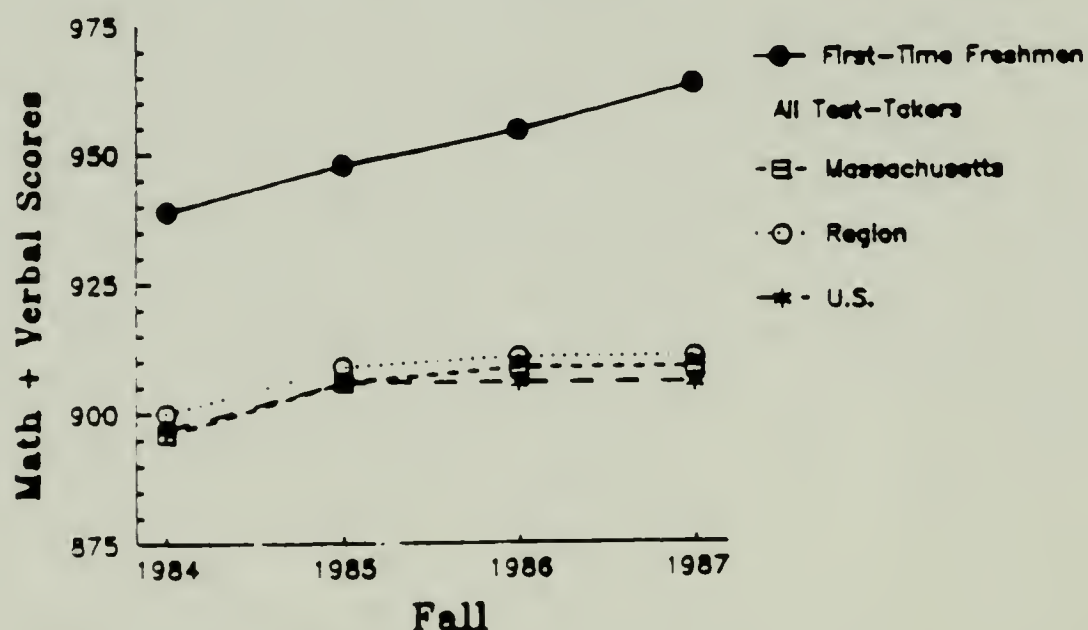
Current State of the System

Under the leadership of the Board of Regents and the Trustees of our public colleges and universities, we have made significant progress toward achieving our mutual goals of quality, opportunity, and diversity. In the face of a difficult budget year for Fiscal 1989, we must be prepared to continue the momentum toward improvement in these areas to maintain the health of the system as a whole.

Quality, Opportunity, and Diversity. First and foremost, we are fundamentally committed to maintaining and improving quality throughout the public system. One measure is the quality of our students. As the data in Figure 1 indicate, our public senior institutions have made major efforts to recruit and retain an increasingly talented student body. The combined SAT scores of the entering freshman class are not only higher than those for all Commonwealth test takers, but they are higher than the scores for all students in the New England region and the United States. In addition, the freshman scores have increased more rapidly (+ 25 points) than for the other groups (an average of + 11 points). It should also be noted, that between 1986 and 1987, freshman scores increased (+ 9 points) while they remained unchanged for the comparison groups.

Equal educational opportunity is more than just a commitment, it is grounded in the belief that true opportunity for all Commonwealth citizens requires educational excellence and institutional

Figure 1
Combined SAT Scores: 1984 - 1987
First-Time Freshmen vs. All Test-Takers



viability. Consistent with the Regents' commitment, our institutions have once again reached out and expanded educational opportunities to all students. Enrollments have increased, accompanied by significant gains in both the percentage and absolute number of Blacks, Hispanics, and Asians (Figure 2). Furthermore, the growth in enrollment also coincided with increases in the number of degrees conferred (Figure 3). Data reported for earlier periods did not indicate such a favorable outcome. This emerging trend will be examined more closely to insure that the improvements continue.

Figure 2
Minority Enrollment: 1984 - 1987
Massachusetts Public Universities and Colleges

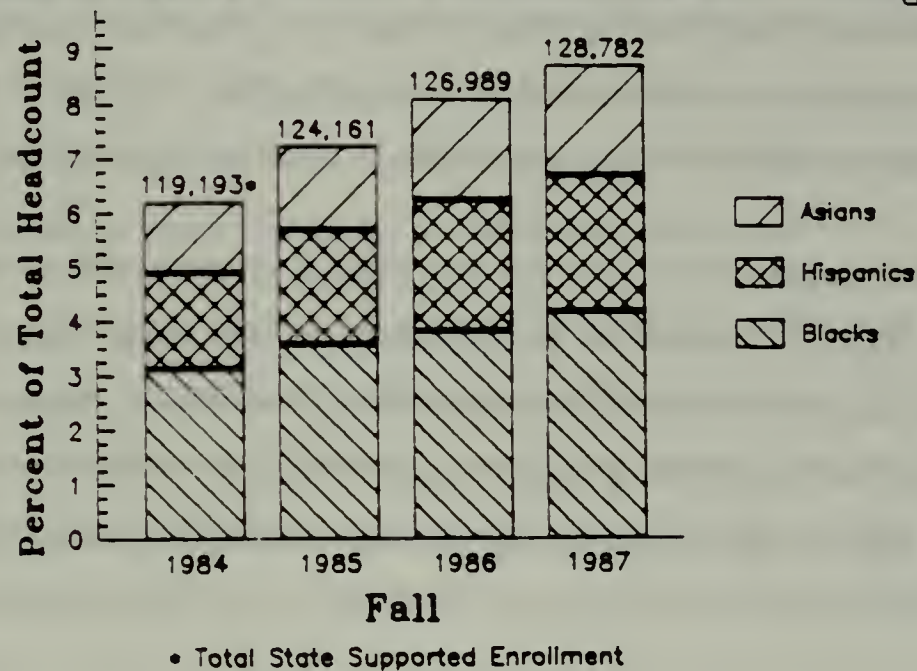
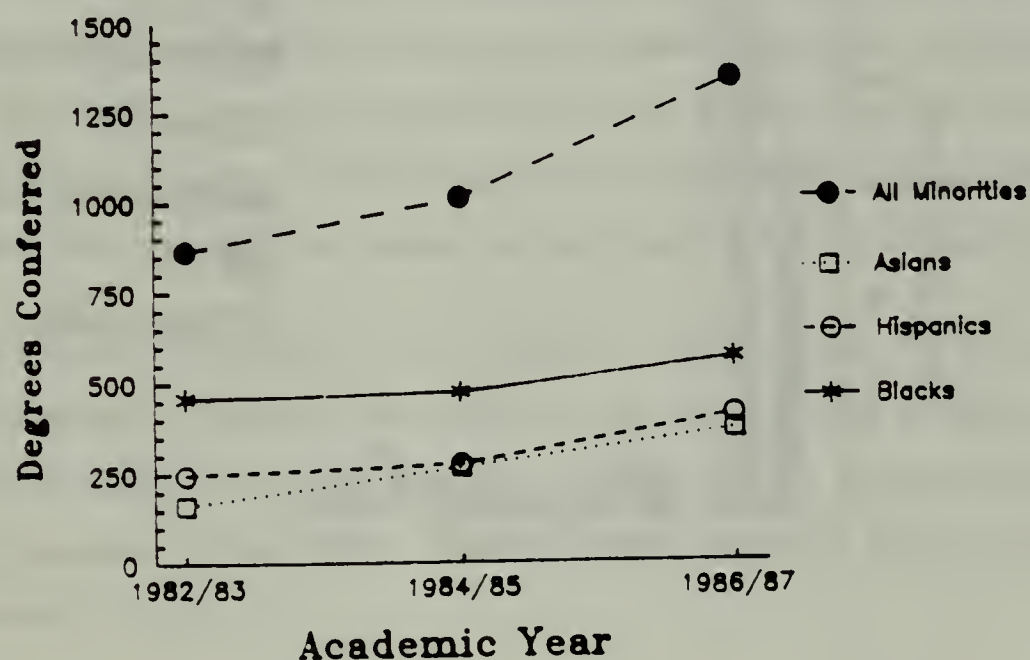


Figure 3
Degrees Conferred to Minorities: 82/83 - 86/87
Massachusetts Public Universities and Colleges

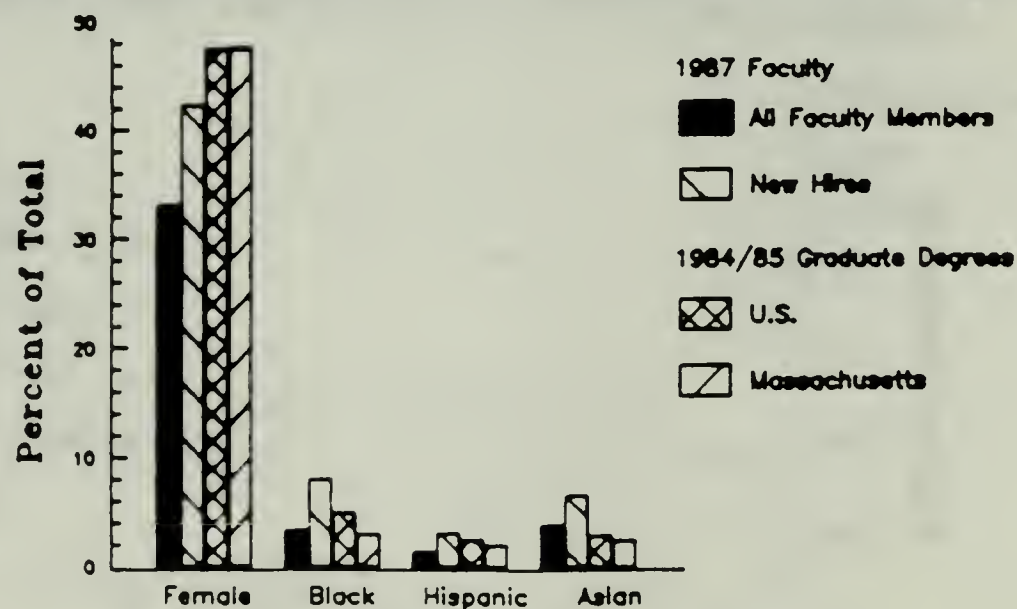


The Regents have long been dedicated to non-discrimination and affirmative action in recruitment and hiring and have encouraged progress in this area. In addition to the biennial affirmative action report, last fall the Regents conducted the first survey on the characteristics of new hires. The data presented in Figure 4, show that women and minorities represent a larger proportion of newly hired faculty than of the total faculty in 1987. Furthermore, minority faculty also represent larger proportions than their relative numbers in the potential pool available for these positions as measured by graduate degrees conferred in the Commonwealth and the United States. A continuation of these hiring practices should result in further gains in the affirmative action profiles of our faculties and staff.

Fiscal Support for the Public System. Adequate funding for public higher education is critical to maintaining the gains we have made in these and other areas. The future health of the system is highly dependent on our ability to obtain the resources necessary to provide a quality education.

The Fiscal 1989 budget process was the most difficult of any budget since the inception of the Board. When the Regents launched the process nearly eighteen months ago, conferences with each of the presidents and chancellors revealed that base funding was a major issue of concern. While we had been doing very well in improving faculty salaries, the funds for support costs, such as equipment and technical and clerical staffing was not keeping pace. Personnel costs now account for 80 percent

Figure 4
Faculty Members and New Hires: 1987
Massachusetts Public Universities and Colleges



of our total budget. We agreed with the presidents on the need for a major effort to bolster base needs and limit our expansion items.

The Board of Regents submitted its proposed budget of \$860.4 million to the Governor in November, 1987. From the point of submission, our proposed budget spiraled downward, going through at least ten iterations until the final budget was actually passed in July. The budget process for Fiscal 1989 was complicated in February by a series of across-the-board spending reductions to help balance the Fiscal 1988 budget. The Board of Regents was required to identify savings of \$22.2 million, approximately 3 percent of our total budget, by June 30. A savings plan was developed for both public and private institutions that presented an equitable distribution of required cost reductions in accord with the campuses' individual circumstances and the protection of funds for top priority programs. By June 30, all monies specified in our savings plan were returned to the General Fund. These unanticipated reversions and the whole savings process had a decidedly negative impact on campus operations, the level of which will be felt in the current fiscal year.

The final budget signed by the Governor totalled \$752 million: \$668 million for operating and collective bargaining costs and \$84 million for scholarships. This represents a \$3 million reduction from the previous year's appropriation. However, at closer examination the reduction is actually greater. In effect campus base budgets have decreased by over \$40 million. This is largely due to unfunded collective bargaining costs which remain our obligation and must be absorbed within appropriated resources.

Unfortunately, the removal of the Regents' Reserve Accounts from the budget, particularly the Chancellor's Challenge Reserve, eliminated much of our flexibility during the coming year. The Reserve dollars were the only funds available to address emerging and compelling fiscal needs and to help improve quality in the system. The Governor and Legislature, however, did approve a tuition retention program which allows campuses to keep those dollars generated by this year's tuition increase. Although tuition retention will not compensate for reduced state appropriations, nor is it meant to, it will allow the chief executive officers to direct additional funds to high priority programs.

Our allocation plan for Fiscal 1989 is now complete and 90 percent of the funds have been distributed to the campuses. In order to live within the reduced allocations, campuses have instituted selective hiring freezes, reduced equipment purchases, and implemented emergency fees to cover normal maintenance expenses. The Regents' office will monitor expenses closely to insure that deficiencies are covered.

Major Systemwide Initiatives

Access to excellence in public higher education has served as the underlying theme for our major reforms over the past year. The progress we have made in these two important areas has laid a policy foundation which will allow our system to claim its place among the best in the nation. Early last year I announced a major policy initiative for the system -- the review of the undergraduate experience. Because of its complexity, the intensive study of undergraduate education was the only major initiative commissioned by the Regents for the calendar year 1988. With the Board's support we have begun to study what is needed to enhance and strengthen undergraduate education in the public system. In this report, I will highlight those accomplishments to date and discuss the work that remains to bring about improved quality in the undergraduate enterprise.

Continuation of the policy initiatives put forth by this Board over two years ago remained a significant part of our agenda last year. To bring about meaningful policy change in public higher education required a great deal of our attention, effort, and commitment last year. We have worked hard to address policy reforms proposed in my first "Year Ahead," in the vital areas of student financial aid and tuition, teacher preparation, graduate and continuing education, and collective bargaining. Together we have brought forth a landmark Capital Outlay appropriation and have worked diligently to maintain quality in difficult fiscal times. The effort devoted to achieving these initiatives has provided a policy base for the system which will lead us into the future. While much work lies ahead, we can all take pride in these accomplishments.

The following discussion summarizes in more detail the major accomplishments of the year 1987-88, the status of our current projects, and the work that remains to be completed.

Examining Public Undergraduate Education. The major initiative of the Board of Regents this year was the review of undergraduate education itself. The "Year Ahead" message submitted to the Board of Regents in November 1987, focused on the complex issues associated with the study of undergraduate education and included an implementation plan for the project. The implementation plan provided for a Planning Committee and a Study Group of academic administrators and faculty who would develop a report culminating in a set of specific recommendations to enrich the undergraduate experience in our colleges and universities. In a further refinement of the plan, we developed four Working Groups to address clusters of the issues outlined in the message and to prepare reports for the use of the Study Group. Nominations were solicited from the Presidents and

Chancellors for these groups, and from the nominations, the Planning Committee and the Working Groups were formed. The final study committee will be named later this year.

The Planning Committee met in March and completed its work in a single session. The Working Groups met in May and will meet again in September. The meetings held thus far have given us a great deal of support and assistance in refining and moving along the agenda of the project. The staff have been using the summer period between meetings to gather background information and prepare draft reports for the use of the groups. The Planning Committee and the Working Groups have completed the first round of meetings, and will meet again later in the fall in preparation for an interim report which I plan to submit to the Board in December. Our target date for completion of the final report is next spring.

The four statewide working groups are deeply involved in reviewing the relationship between the undergraduate curriculum and the knowledge and skills provided by our colleges and universities during the undergraduate experience. The groups, drawn from experts across the state, are examining the undergraduate curriculum, approaches to assessment of student preparation for college-level work, the relationship among standards for admission, student progress, and graduation, and faculty development and the improvement of teaching.

This comprehensive review will lead to specific recommendations to improve the undergraduate education that our public institutions provide our citizens. Study of this subject will lead to further initiatives to help us confront the complex issues of undergraduate education and our basic expectations for the students we educate.

I have heard many favorable comments from the campuses about this project. A considerable amount of activity is being generated by the campuses relative to a number of the undergraduate experience issues, and we intend to incorporate a review of that ongoing activity in the final report.

Achieving a Foundation for Excellence. Of all the accomplishments in the past year, the one that most pleases me is the enactment of a comprehensive Capital Outlay Program by the Legislature in early June. The Commonwealth's Fiscal 1989 appropriation of over \$457 million in capital outlay for its public colleges and universities represents the first systemwide comprehensive capital program for higher education in Massachusetts' history. The total appropriation, almost three times larger than any we have previously received, constitutes a giant first step toward implementation of the multi-year investment program adopted by the Board of Regents in November 1986.

Our initial disappointment over the slow progress of the proposal gave way, at the year's end, to a great degree of gratification for the confidence that the Legislature expressed in higher education. The funds will allow us to concentrate on our carefully formulated academic priorities through improved research facilities at the universities, academic space renewal at the state colleges, and enhanced access at the community colleges.

The capital funds, which amount to 96 percent of our initial request, is contained in two separate acts. Chapter 164 is the regular annual budget, introduced by the Governor as House 1; its \$111 million of capital appropriations for higher education goes largely to campus repair accounts and Regents' reserves. The Higher Education Outlay Bill, signed into law by Governor Dukakis as Chapter 208, is the outcome of his Special Message introduced earlier this year as H.3010; a total of \$346 million, largely for major capital projects on the campuses.

This major capital initiative has important implications for our organization as well as for the public higher education system. The magnitude of higher education's capital needs requires a new distribution of planning, management, and oversight responsibilities. Over the past two years the plan has absorbed the efforts of staff members from all our divisions. To carry out our continuing responsibilities, we have reallocated resources to the effort, and we have requested and received through the Fiscal 1988 budget additional physical planning and engineering positions at the Board and on the campuses. We have also developed a strong working relationship with the state Division of Capital Planning and Operations, the agency with direct control over the construction and management of state facilities.

Appropriation does not complete the process by which capital funds become available for use. A "terms bill" and gubernatorial approval are necessary before the State Treasurer can sell bonds for a specified purpose. The Executive Office of Administration and Finance then makes allocations to campus and Regents' accounts, and finally allots the funds on the basis of approved capital spending plans. Some Fiscal 1989 capital funds should be available late this fall, while others will not be on hand until later.

Because of the state's unusual fiscal situation, funds ordinarily appropriated from general revenue were shifted to capital this year. Repair accounts created in Fiscal 1986 and "frozen" last year are now to be provided from capital, as are library materials reserves of about \$19 million. Regents' staff will make every effort to expedite the availability of these and other funds critical to campus operations.

The development of the plan was based on a review of physical plant conditions and needs throughout the system conducted by the Regents in collaboration with the Division of Capital Planning and Operations, the Budget Bureau of the Executive Office of Administration and Finance, and the public colleges and universities. All of those involved in developing and approving the plan -- in the higher education system, the Administration, and the Legislature, as well as among the broader public -- should take pride in their contribution to this major commitment to the excellence of our system.

Access Through Student Financial Aid. In February 1988, the Regents adopted the recommendations of the Task Force on Student Financial Aid. By accepting the report the Board created a policy blueprint to ensure that the student aid structure adequately serves the postsecondary educational needs of all Massachusetts residents. Most importantly, the new policy seeks to guarantee that the lack of financial resources will not prevent an individual from obtaining a higher education.

The Task Force report issued last January, defines the state's role in providing access for students in the public higher education sector as well as the degree of choice for students attending independent higher education. It speaks to the Massachusetts' commitment to reducing economic barriers to access and choice as demonstrated by its history of expanding funding for financial aid. It describes the introduction in Fiscal 1988 of the methodology of indexing awards to the student's financial need, and provides a context for defining the state's share in the responsibility for financing public higher education.

- The final report of the Task Force offers numerous recommendations aimed at six overall goals:
 - Expanding opportunities for underserved populations
 - Providing the necessary support services and information
 - Linking costs, tuitions, and financial aid
 - Encouraging early saving for college
 - Addressing labor force needs
 - Improving program effectiveness and efficiency

A series of steps were taken to begin the implementation of the provisions of the report. In May, Senate Bill No. 1669 was introduced to amend the Board's enabling legislation (Chapter 15A) to consolidate all scholarship and waiver programs. The comprehensive reform bill, now pending before the Legislature, allows us to make access to higher education a major priority for the Commonwealth, fully within the context of current fiscal conditions. The proposed legislation gives

the Regents authority to issue regulations for the administration of the various programs. This would reduce confusion and allow our financial aid system to work effectively without annually amending budget language.

The bill was reported favorably from the Joint Committee on Education and was sent to the Senate Committee on Ways and Means in early June. Due to the Legislature's attention to budget matters during the summer, we were unable to secure passage of the bill prior to the start of the academic year. We are hopeful that the Legislature will pass the bill during the fall session.

Since many of the recommendations of the Task Force report do not require legislation, we are proceeding with the implementation of key components of the plan. In planning its allocation of funds for Fiscal 1989, the Scholarship Office came very close to reaching the goal of the policy. With the exception of the University of Massachusetts at Amherst, we have adjusted the maximum scholarship awards according to the policy by providing the neediest students attending public institutions with a scholarship to cover full tuition and mandatory fee charges. Additional implementation steps are being taken by the Scholarship Office, particularly to consolidate the campus-based programs and the waiver programs. Fiscal 1989 will be a planning year for these consolidations, with full implementation targeted for Fiscal 1990.

One of the report's recommendations is that all support services programs administered by the Board of Regents be consolidated under the umbrella of a single unified Ronald McNair Program. To implement this recommendation, we plan to conduct an evaluation of the existing McNair program activities. We are currently waiting for funds to be released for this purpose, and hope to have the evaluation completed in December and a plan for consolidation shortly thereafter.

The policy adopted last February by the Regents would enhance access and improve the delivery of aid to our changing population of students. It is essential that the sixteen months of expert advice and recommendations emanating from this Task Force be codified for the future in legislation.

A Margin for Excellence Through Tuition Policy. By adopting the financial aid policy, the Board of Regents established a safety net to ensure access to public higher education for needy students. Under the new system which links tuitions in the public sector with the size of student aid awards, students have the assurance that any increase in tuition and fees would be matched by an equal increase in financial aid. With this policy in place it allowed the Board last spring to consider using tuition as a source of marginal dollars to improve the quality of our educational offerings.

Within this decade, Massachusetts has moved from the bottom ranks in net state appropriations for higher education to a competitive position in per student support. While the quality of higher education opportunities available to Massachusetts residents has improved accordingly, further improvement is limited by two systemic factors.

First, an unusually large proportion of the new funds, and of total appropriations, has been devoted to making faculty salaries competitive. In Fiscal 1988, more than 80 percent of our appropriated budget went to personnel -- a very high figure by national standards, and even by comparison to other high-cost-of-living states. Although maintenance of adequate and competitive salary scales for faculty and staff is rightly of highest priority, this trend leaves little room for protecting other budget accounts from the corrosive effects of inflation, or for providing additional funds to strengthen existing programs.

Second, while the Commonwealth had achieved a top-ten rank in *net* appropriations per student (which include tuition) prior to Fiscal 1989, our standing in total expenditures per student is lower because our tuition revenues are below average. Before this year's 8.5 percent increase, the Regents had not increased tuition in three years. By holding tuition increases below the rise of appropriations, inflation, and personal income, we have in effect "capped" the aspirations of our public colleges and universities to achieve academic excellence. In practice, however, we cannot expect that state appropriations will continue to grow at their recent pace. If our students are to receive the opportunities they need, their contribution should rise over time to equal approximately 30 percent of the cost to educate them.

Tuition charges set at a fixed share of educational costs, rising with (not replacing) appropriations, and retained by the campuses for general educational purposes will provide the margin of excellence we seek, and enhance the public accountability of our institutions. Students will be assured that their tuition payments are devoted to supporting their programs. The institutions themselves will be afforded improved flexibility, and greater responsibility for resource management. Most important, retention will provide additional resources for the campuses, resources that will spell the difference between a good system and an excellent one.

In May of this past year the Regents approved and the Legislature supported a new tuition policy, whereby increased tuition revenue would be *retained* for specific uses on the campuses where it is generated to provide a vital "margin of excellence" for our public institutions. (Previously all tuition revenues were remitted to the General Fund.) This tuition policy, combined with a financial

aid program which ensures access to the public system for needy students, is the first step toward improving the quality of the programs we offer. While the legislature allowed higher education to retain tuition increase revenue through language amended to the Fiscal 1989 budget, it was approved as a one-year pilot program.

Over the course of the coming academic year we will seek to fully implement the tuition policy approved by the Board last May, by asking the Legislature for the ability to retain tuition revenue on a permanent basis. A number of steps have been taken to ensure the viability of tuition retention during this fiscal year and in the future.

One step already taken is the appointment of a study group on student fees, one of several implementation steps established in the policy. The study group, including college presidents and students, met over the summer and is completing recommendations to define which campus-based fees should be included in limiting fees to 30 percent of tuition. I intend to share these recommendations with the Council of Public Colleges and University Presidents and then present them to you in the near future.

Since this is the first time such a program has been attempted in our system, the tuition retention proposals went through many months of scrutiny and discussion by the Presidents, the Executive Office for Administration and Finance, and the House and Senate. The Board of Regents was granted the authority to establish rules and regulations for the initiation of the program. A concise set of guidelines, accounts and budgets and spending plan instructions have recently been completed. The Comptroller has approved the guidelines which will allow the campuses to proceed. The Board of Regents will continue to monitor collections and expenditures to ensure that this is a model program that will continue (and grow) in future years.

Addressing Inequities in Graduate and Continuing Education. In an effort to address both problems of equity and quality in the current system, the Board of Regents accepted in October 1987, a report on the state of graduate education at our four-year public colleges. The Task Force on Continuing Education recognized the serious problems in the graduate programs presently being offered in our state colleges, particularly in the areas of program cohesiveness, student services, and academic support. The report the Regents approved made the central point that these programs lack consistent quality because they operate without regularly assigned full-time faculty and without sufficient fiscal support to ensure continuity and to provide academic and student services. The report concludes that the single most important reason contributing to these weaknesses is the absence of

state support and it recommends that graduate education be freed from the statutory limitation which precludes appropriations for evening, weekend, and summer programs.

Viewed in this light, the Task Force's interim report on "Graduate Education at the State Colleges" is a landmark. For the first time, a public higher education agency in Massachusetts formally opposed the self-supporting nature of graduate education in our four-year colleges. Over the last year we have vigorously supported legislation to remove the statutory prohibition of state support. We will continue to seek legislative support for this important proposal in the coming year.

The report should be regarded as a major step forward in meeting our goals of excellence and access. Publication of this report was followed by issuance of a statement of quality criteria for masters degree programs to the state colleges and a staff review of selected programs at these institutions. In spite of the failure to obtain funding or the recommended change in legislation, the impact of the report, along with prior reviews of graduate programs in business and education, and last year's review of selected masters degree programs have together resulted in increased activity on the campuses to strengthen graduate programs. Creative approaches will be needed to ensure that this momentum continues.

The report on "Graduate Education at the State Colleges" is only the first of two reports to be issued by the Task Force on Continuing Education. This past year the focus of the Task Force has been on undergraduate evening and weekend education. These courses and programs are also conducted on a self-supporting basis through the Division of Continuing Education on each campus.

The present practice adversely affects both the accessibility of these programs and their quality. For the increasing proportion of our students who are working people, especially single heads-of-households and low income women, parents, and part-time students, a traditional academic schedule is not suitable. Yet we continue to discriminate among students based on the time of day they attend classes. Continuing education students generally pay more for their education than students in state-supported programs and often receive less.

The Task Force met during the summer and will conduct a survey of continuing education students later this month. A final report from the Task Force will be presented to the Board in the early spring of 1989.

Reforming the Preparation of Future Teachers. The report of the Joint Task Force on Teacher Preparation was adopted by the Regents last November. The new system approved by the

Board provides a comprehensive model for teacher education consisting of two distinct stages, each of which is intellectually demanding and rigorous. In the first stage, ordinarily completed at the undergraduate level, prospective teachers develop the foundation of knowledge and the competencies and skills they need to enter the classroom as provisionally certified teachers. In the second stage, teachers begin the practice of their profession, while earning a masters degree and developing the advanced knowledge and competencies required for full certification. This stage encompasses a combination of practice, reflection on practice, advanced pedagogical studies, and concentrated study in a subject area or area of teaching specialization. Most teachers will complete the requirements for full certification through participation in a clinical masters program in the field of education.

At the February 1988 Board meeting, the Regents received the plan for implementing the model proposed by the Joint Task Force. The plan called for the establishment of a number of working groups to develop recommendations on key components of the report. The following working groups have been meeting since last spring:

Minimal Competencies

Special Education

Nontraditional Entry into Teaching

Mentor Teachers

Community Colleges

Another proposed group that was escalated to a joint committee of the Chancellor and the Commissioner is the Committee on Recruiting Minorities into Teaching. This Committee has been formed from nominations received from a wide array of sources, and will hold its first meeting in October. In addition, we have met with several groups around the state to discuss issues and problems and to assist in developing solutions. This activity continues at an intensive level, although some groups have essentially completed their work. We have worked very closely with the Department of Education during the process. Without this close working relationship we would not have been able to accomplish as much as we have. I have also scheduled periodic meetings with the Commissioner to insure that we all remain on the same track as we pursue our different but related responsibilities.

Changing curricula is never easy, and changing teacher education is particularly complex because so many constituencies are involved. The campuses, both public and private, are moving along at

different rates and we are committed to providing the necessary guidance to assist them to revise their teacher education programs.

The process is a lengthy one and will not be fully completed until 1993. Accomplishments to date are the establishment and efforts of the several working groups; completion of the "minimal competencies" report; issuance of guidelines to public teacher education institutions for their report due in January 1989 regarding restructuring their teacher education programs; close working relationship with Department of Education personnel; and meetings throughout the state with concerned groups.

A number of tasks remain, including the restructuring of teacher education programs in anticipation of new certification requirements by 1992; development of teacher certification regulations by the Department of Education; meetings and report of the joint committee on recruitment of minorities into teaching.

Review of Collective Bargaining Process. On June 22, 1988, the Board of Regents approved a comprehensive report on "Collective Bargaining in Massachusetts Public Higher Education." This report, the product of an eighteen-month study, was one of the most widely circulated and openly discussed documents ever to come before the Regents. In its final form, it reflected input from a broad range of constituencies including Presidents, Chancellors, and Board of Trustees; higher education unions; and officials in the Legislative and Executive Branches.

The collective bargaining report was prompted by concerns about the process by which negotiations have been conducted under the Board of Regents, specifically the practice of delegating to the campuses the authority to conduct negotiations with faculty and professional staff units. The report traced the history of this practice, identified the major problems resulting from it, and made a series of recommendations to correct these shortcomings.

In adopting the report, the Board of Regents affirmed its commitment to exercise its full statutory authority for the negotiation and administration of labor agreements covering some 13,000 employees. At the same time, the Regents acknowledged the key role that the Board of Trustees and Presidents have played and should continue to play in this important aspect of institutional governance. By striking an appropriate balance between the authority of the Board of Regents and the responsibilities of the Trustees and Presidents, the collective bargaining report has provided us with

a valuable policy framework for effectively conducting and successfully concluding the upcoming round of negotiations.

This year, for the first time since the inception of the Board of Regents, negotiations with some faculty bargaining units are being conducted directly by the Regents' staff. Bargaining is progressing with three new units certified by the State Labor Relations Commission last year: part-time continuing education faculty at the State Colleges, part-time continuing education faculty at the Community Colleges, and part-time day faculty at the State Colleges. In addition, part-time faculty and academic support personnel in the Community College day program have recently been granted bargaining rights and it is anticipated that negotiations with their representatives will begin before the end of the calendar year.

At the same time, preparations have started for the next round of regularly scheduled negotiations with units representing all other unionized employees in higher education. Faculty and professional staff are covered by eight collective bargaining agreements; and clerical, maintenance, and security personnel by nine agreements. All seventeen contracts are due to expire on June 30, 1989.

Final Comment

The primary role of the Board of Regents is to promote public higher education through the advancement of policy which assists our institutions to fully achieve their missions. The policy initiatives approved by the Board over the last year provide a direction for excellence; one in which our public colleges and universities can aspire toward true quality and where academic leadership can and will flourish. The policy-making role is the mechanism whereby the Board links these policies to provide a framework for our institutions to fully achieve the kind of excellence that all of us as educators and public servants so strongly desire.

In student financial aid, we have attempted to break down the barriers to access so that all of our citizens who have the ability and desire to pursue a higher education are able to do so, regardless of their economic circumstances. In the area of teacher education our institutions are working diligently, in cooperation with their partners in the schools, to implement new approaches and to prepare those who will educate our children to become the leaders of tomorrow. The groundwork we have laid in graduate and continuing education will allow us to address the serious inequities in our current structure and assist our colleges to develop first-rate programs for the creation and advancement of knowledge. Most importantly, we have broken the ground for fully examining the undergraduate experience; to better understand the knowledge and skills provided by our colleges and universities and our basic expectations for the students we educate.

With the adoption of a new tuition policy at the close of last year, we took a difficult, yet very significant step toward providing our institutions with the margin for excellence they will need to achieve to their fullest potential, especially during hard budget times. The revision of our tuition policy may be more important than ever as we face the future of great competition for scarce resources. In collective bargaining we have adopted a blueprint to reform the current process to ensure that compensation for our most vital resource, our faculty, is equitable and competitive.

When measured in terms of policy, the system has advanced over the past year to reach new heights for the future. It is important that we maintain the direction we have set for public higher education and work in harmony with our institutions -- their trustees, presidents, administrative leaders, faculty, and students -- if we are to bring forth a brighter tomorrow through higher education for the citizens of the Commonwealth.

As we face the coming year, it is my hope that higher education will not be looked at as a cost center but as an investment center. Our plan for the future is to ensure that this investment in our students is one which provides every citizen in the Commonwealth desiring to improve his or her educational circumstances with the opportunity to do so. While we must be fiscally responsible, we must also convince others that each dollar invested in higher education will in the long-term reap many fold returns to the Commonwealth. Under this approach we can continue to move forward with initiatives that are vital to the future of higher education in Massachusetts.

This year will indeed be a challenging one for the Regents and all of higher education. Yet, no matter how great the challenge, the Regents are committed to ensure that we continue to pursue our goal of access and quality as we elevate the public system of higher education in the Commonwealth to be among the best in the nation.



